



## DoD DIRECTIVE 5134.20E

### MISSILE DEFENSE SYSTEM ACQUISITION POLICY

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**Originating Component:** Office of the Under Secretary of Defense for Research and Engineering

**Effective:** April 25, 2025

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**Incorporates and Cancels:** See Paragraph 1.3.

**Approved by:** Lloyd J. Austin, Secretary of Defense

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**Purpose:** This issuance:

- Establishes policy, assigns responsibilities, and prescribes procedures for the acquisition of missile defense system (MDS) elements by the Missile Defense Agency (MDA) in accordance with Section 205 of Title 10, United States Code (U.S.C.) and the authority vested in the Secretary of Defense (SecDef) by Section 113 and Chapter 8 of Title 10, U.S.C.
- Designates the Director, MDA as the DoD Executive Agent for Hypersonic Defense in accordance with DoD Directive (DoDD) 5101.01.

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## SECTION 1: GENERAL ISSUANCE INFORMATION

### 1.1. APPLICABILITY.

This issuance applies to OSD, the Military Departments (MILDEPs), the Office of the Chairman of the Joint Chiefs of Staff and the Joint Staff, the Combatant Commands (CCMDs), the Office of Inspector General of the Department of Defense, the Defense Agencies, the DoD Field Activities, and all other organizational entities within the DoD (referred to collectively in this issuance as the “DoD Components”).

### 1.2. POLICY.

a. The MDS is a single major defense acquisition program comprised of configuration items known as MDS elements that provide the sensors, command and control, and weapons that contribute to DoD missile defense and defeat capabilities. These elements evolve in a development continuum using nonstandard approaches to requirements generation and acquisition as described herein.

b. This issuance establishes overarching governance structures and processes to ensure the MDA designs, develops, tests, and fields MDS elements that satisfy warfighter needs with measurable and timely improvements to mission capability, materiel readiness, the ability to transition to service sustainment (when appropriate), and operational support. These include:

- (1) Missile Defense Executive Board (MDEB).
- (2) MDS life cycle management process.
- (3) MDS acquisition system.
- (4) MDS required capabilities generation process.

c. MDS elements developed by entities other than the MDA will follow the applicable policy as determined by the relevant milestone decision authority.

### 1.3. QUALIFICATIONS REGARDING CANCELLATION.

The publication of this issuance and DoDD 5134.09 incorporates and cancels:

a. Secretary of Defense Memorandum, “Missile Defense Program Direction,” January 2, 2002.

b. Deputy Secretary of Defense Memorandum, “Ballistic Missile Defense System (BMDS) Life Cycle Management Process,” September 25, 2008.

- c. Deputy Secretary of Defense Memorandum, “Funding Responsibilities for Ballistic Missile Defense System (BMDS) Elements,” June 10, 2011.
- d. Directive-type Memorandum 20-002, “Missile Defense System Policies and Governance,” March 13, 2020, as amended.
- e. Under Secretary of Defense for Research and Engineering Memorandum, “Resolution of Milestone Decision Authority for the Missile Defense Agency,” February 13, 2023.

## SECTION 2: RESPONSIBILITIES

### 2.1. UNDER SECRETARY OF DEFENSE FOR RESEARCH AND ENGINEERING (USD(R&E)).

In addition to the responsibilities in Paragraph 2.6., the USD(R&E):

a. Conducts an independent technical risk assessment (ITRA) before the product development decision (PDD) and the production decision (PD) for MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2). May delegate the requirement to conduct an ITRA for MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2).

b. In coordination with the Under Secretary of Defense for Acquisition and Sustainment (USD(A&S)), may waive the requirement to conduct an ITRA for MDS elements for which the USD(A&S) serves as the milestone decision authority in accordance with Paragraphs 2.3.a.(1) or 2.3.a.(2). May also waive the requirement to conduct an ITRA for MDS elements for which the Director, MDA serves as the milestone decision authority in accordance with Paragraph 2.3.b.

c. Assesses technology development decision (TDD), PDD, and PD readiness. Raises significant concerns regarding milestone approval to the USD(A&S) and the Deputy Secretary of Defense (DepSecDef) if needed.

d. Serves as the MDEB chair. With respect to acquisition decisions and the approval of acquisition and production milestones, serves as the co-chair with the USD(A&S).

e. Serves as the DoD Principal Staff Assistant overseeing the activities assigned to the DoD Executive Agent for Hypersonic Defense in accordance with DoDI 5025.01.

f. Provides developmental test and evaluation oversight of missile defense development pursuant to Section 133a of Title 10, U.S.C. and DoDD 5137.02.

### 2.2. DIRECTOR, MDA.

Under the authority, direction, and control of the USD(R&E) and in addition to the responsibilities in Paragraph 2.6., the Director, MDA:

a. Serves as the milestone decision authority:

(1) At the TDD for all MDS elements.

(2) At the PDD for:

(a) Software-intensive, limited fielding, demonstration, and prototype MDS elements.

(b) Hardware-intensive MDS elements that do not meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2) or when the USD(A&S) delegates this authority.

(3) At the PD for hardware-intensive MDS elements that do not meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2) or when the USD(A&S) delegates this authority.

b. Provides a briefing with recommendations to the USD(R&E) and the USD(A&S) before any acquisition decision is made under the authorities listed in Paragraph 2.2.a.

c. Manages the MDS consistent with the principles of DoDD 5000.01 and DoD Instruction (DoDI) 5000.02.

d. In conjunction with the Secretary of the lead MILDEP for an MDS element that will be transferred to the lead MILDEP:

(1) Establishes a transfer agreement (TA) before the PDD where applicable that provides transfer criteria to the lead MILDEP, including funding responsibilities in accordance with Paragraph 4.2.b., unless otherwise agreed upon by the Director, MDA and the Secretary of the lead MILDEP for the MDS element.

(2) Establishes a hybrid program management office before the PDD to facilitate transfer in accordance with the TA. Codifies the hybrid leadership team structure and operation in the TA between the MDA and the lead MILDEP.

(3) Develops a life cycle cost estimate (LCCE) and affordability analysis and provides them to the Director of Cost Assessment and Program Evaluation (DCAPE) before the PDD for MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2). Ensures the LCCE includes all MDA costs.

(4) Manages development, testing, procurement, and selected operations and maintenance, installations, and environmental planning in accordance with any applicable TA with the lead MILDEP.

(5) Establishes joint configuration control processes in the TA when required to ensure the MILDEP and the MDA requirements are met.

e. Supports the Unified Command Plan (UCP)-designated Combatant Commander (CCDR) with trans-regional missile defense (TRMD) operations support responsibilities in conducting a capability and utility assessment (CUA) before the PDD and the PD for MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2).

f. For the MDA elements that meet the criteria in Paragraphs 2.3.a.(a) or 2.3.a.(2), develops a top-level requirements document (TLRD) for MDS elements before the PDD in coordination with the Secretary of the lead MILDEP, the UCP-designated CCDR with TRMD operations support responsibilities, and the other CCDRs as applicable. Determines the feasibility of meeting the requirements and effects on multi-mission platforms.

- g. Develops a program plan to address the MDS-required capabilities and operational support demands in coordination with the MDEB member organizations.
- h. Supports the DCAPE in developing independent cost estimates (ICE). Upon DCAPE delegation, conducts an ICE in accordance with DoDI 5000.73. ICEs are not required for MDS elements that do not meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2).
- i. Supports the USD(R&E) in developing ITRAs. Upon USD(R&E) delegation, conducts an ITRA in accordance with DoDI 5000.88. ITRAs are not required for MDS elements that do not meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2).
- j. In coordination with the Secretaries of the MILDEPs, develops an acquisition strategy (AS) before the TDD for MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2).
- k. In coordination with the Secretary of the lead MILDEP, updates the AS at the PDD and the PD or as directed by the milestone decision authority.
- l. Notifies the MDEB of pending decisions to enter technology development, product development, or production for MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2).
- m. Serves as the DoD technical authority for integrated air and missile defense (IAMD) activities and programs pursuant to Section 1686 of Public Law 114-328 to:
  - (1) Work closely with the warfighter community (including the CCDRs and the Chairman of the Joint Chiefs of Staff) and the Secretaries of the MILDEPs to develop the technical architecture for the MDS and to integrate it into IAMD architecture.
  - (2) Coordinate with the DoD Chief Information Officer and Chairman of the Joint Chiefs of Staff to ensure the joint MDS command and control architecture is implemented in accordance with data-centric requirements and is conformant with the Combined Joint All Domain Reference Architecture and Design.
- n. Serves as the DoD Executive Agent for Hypersonic Defense pursuant to Section 1687 of Public Law 114-328 and develops hypersonic defense architectures that leverage MILDEP and Defense Agency systems to detect and intercept threats. In developing hypersonic defense architectures, the MDA will consider kinetic and non-kinetic intercept options.
- o. Participates in the missile defense warfighter involvement process (WIP) in accordance with Paragraph 6.3. to:
  - (1) Determine requirements and provide the warfighter with required capabilities.
  - (2) Evaluate technical, operational, and fielding features and approaches.
  - (3) Permit comparison and allocation of capability across all MDS elements.



- p. In conjunction with the Secretary of the lead MILDEP, collaborates on life cycle system planning including cost estimating, sustainment, and installations and environmental planning.
- q. Develops and uses technologies, prototypes, and test assets to provide early capability or improve the effectiveness of deployed capability when the threat warrants an accelerated capability.
- r. Serves as a member of the MDEB.

### **2.3. USD(A&S).**

In addition to the responsibilities in Paragraph 2.6., the USD(A&S):

- a. Serves as the milestone decision authority at the PDD and the PD for hardware-intensive MDS elements that:
  - (1) Exceed the research, development, test, and evaluation (RDT&E) dollar threshold for Acquisition Category I programs in accordance with DoDI 5000.85; or
  - (2) Are designated as special interest as described in DoDI 5000.85.
- b. Reviews and approves the AS to support the PDD and the PD for hardware-intensive MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2), unless delegated.
- c. Serves as an MDEB member and as the MDEB co-chair with the USD(R&E) for decisions regarding acquisition and the approval of acquisition and production milestones.
- d. As the Defense Acquisition Executive:
  - (1) Determines the milestone decision authority if there is any uncertainty regarding the PDD.
  - (2) May designate an MDS element as special interest.

### **2.4. DCAPE.**

In addition to the responsibilities in Paragraph 2.6., the DCAPE:

- a. Develops an ICE before the PDD and the PD for MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2), informed by the LCCE developed by the Director, MDA, in conjunction with the Secretary of the lead MILDEP. For each MDS element, the ICE will include costs to the MDA and costs to the lead MILDEP.
- b. Identifies and recommends to the DepSecDef sources of funding at a funding level consistent with the associated ICE for MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2).

- c. Provides study guidance and sufficiency review of analyses of alternatives for MDS elements.
- d. May delegate the requirement to conduct an ICE for MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2).
- e. Advises the UCP-designated CCDR with TRMD operations support responsibilities on the development of CUAs, as necessary.

## **2.5. DIRECTOR, OPERATIONAL TEST AND EVALUATION (DOT&E).**

In addition to the responsibilities in Paragraph 2.6., the DOT&E:

- a. Provides operational test and evaluation oversight of missile defense development pursuant to Section 139 of Title 10, U.S.C. and specific congressionally directed authorities.
- b. Assesses and reports on missile defense capabilities with respect to operational effectiveness, suitability, survivability, and lethality at the PD for MDS elements on the OSD test and evaluation oversight list. DOT&E maintains the OSD test and evaluation oversight list continuously at <https://intelshare.intelink.gov/sites/dote-extranet/SitePages/Home.aspx> (requires login with a common access card).
- c. Advises the UCP-designated CCDR with TRMD operations support responsibilities on the development of CUAs, as necessary.

## **2.6. PRINCIPAL STAFF ASSISTANTS AND DOD COMPONENT HEADS.**

The Principal Staff Assistants and DoD Component heads:

- a. Coordinate all original classification decisions potentially affecting the developmental MDS and all other MDA-funded activities with the Director, MDA and other appropriate DoD Component heads.
- b. Ensure applicable TAs specify authority for MDS elements and components beyond the developmental stage.
- c. Ensure mission, function, and program records identified in this issuance or created and received in support of the MDEB, MDS elements, acquisition, developments, and technology are retained in accordance with their DoD Component records management programs pursuant to Chapters 29, 31, and 33 of Title 44, U.S.C.; Parts 1220 through 1228 of Title 36, Code of Federal Regulations; DoDI 5015.02; and DoD Manual 8180.01.

## **2.7. SECRETARIES OF THE MILITARY DEPARTMENTS.**

In addition to the responsibilities in Paragraph 2.6., support the Director, MDA in developing an AS before the TDD (to be updated at the PDD and the PD by the lead MILDEP) for MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2).

## **2.8. SECRETARY OF THE LEAD MILDEP.**

Each MDS element intended to transfer to a MILDEP will have a lead MILDEP as designated by the DepSecDef. In addition to the responsibilities in Paragraph 2.6., and 2.7., the Secretary of the lead MILDEP:

a. Supports the UCP-designated CCDR with TRMD operations support responsibilities in conducting a CUA before the PDD and the PD for MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2).

b. In coordination with the UCP-designated CCDR with TRMD operations support responsibilities and the other CCDRs, supports the Director, MDA in developing a TLRD for MDS elements before the PDD.

c. Supports the Director, MDA in updating the AS before the PDD and the PD for MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2).

d. In conjunction with the Director, MDA, collaborates on life cycle system planning including cost estimating, sustainment, and installations and environmental planning.

e. In conjunction with the Director, MDA, for an MDS element that will be transferred to the lead MILDEP:

(1) Establishes a TA before the PDD that provides transfer criteria to the lead MILDEP, including funding responsibilities in accordance with Paragraph 4.2.b. unless otherwise agreed upon by the Director, MDA and the Secretary of the lead MILDEP for the MDS element.

(2) Establishes a hybrid program management office before the PDD to facilitate transfer in accordance with the TA. Codifies the hybrid leadership team structure and operation in the TA between the MDA the lead MILDEP.

(3) Develops an LCCE and affordability analysis and provides them to the DCAPE before the PDD for MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2). Ensures the LCCE includes all lead MILDEP costs.

(4) Manages development, testing, procurement, and selected operations and maintenance, installations, and environmental planning in accordance with any applicable TA with the MDA.

(5) Establishes joint configuration control processes in the TA when required to ensure the MILDEP and the MDA requirements are met.

## **2.9. UCP-DESIGNATED CCDR WITH TRMD OPERATIONS SUPPORT RESPONSIBILITIES.**

In addition to the responsibilities in Paragraph 2.6. and in coordination with the Secretary of the lead MILDEP and the other CCDRs, as applicable, the UCP-designated CCDR with TRMD operations support responsibilities:

- a. Conducts a CUA before the PDD and the PD for MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2). May delegate the requirement to conduct a CUA for MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2).
- b. In coordination with the USD(A&S), may waive the requirement to conduct a CUA for MDS elements for which the USD(A&S) serves as the milestone decision authority in accordance with Paragraph 2.3.a. May also waive the requirement to conduct a CUA for MDS elements for which the Director, MDA serves as the milestone decision authority in accordance with Paragraph 2.3.b.
- c. Supports the Director, MDA in developing a TLRD before the PDD for MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2).
- d. Develops and administers the WIP described in Paragraph 6.3.

## **2.10. OTHER CCDRs.**

In addition to the responsibilities in Paragraph 2.6., the other CCDRs:

- a. Support the UCP-designated CCDR with TRMD operations support responsibilities in conducting a CUA before the PDD and the PD for MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2).
- b. Support the Director, MDA in developing a TLRD before the PDD for MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2).
- c. Support the UCP-designated CCDR with TRMD operations support responsibilities in execution of the WIP as described in Paragraph 6.3 as they may direct.

## **SECTION 3: MDEB**

### **3.1. PURPOSE.**

The MDEB:

- a. Is a supporting tier governance forum that advances issues and recommendations to the SecDef, DepSecDef, or senior governance forum (e.g., Deputy's Management Action Group) regarding the implementation of strategic policies and plans, program priorities, and investment options to protect the United States, allies, and partners from any form of missile attack.
- b. Provides oversight and promotes the continued improvement of a missile defense capability by reviewing and making recommendations regarding the MDA's non-standard acquisition approach to develop and field operational MDS capabilities, the MDA achievable capabilities list, and the annual MDA program objective memorandum (POM). At the MDEB chair's discretion, the MDEB may take on additional issues.

### **3.2. CHARTER.**

The MDEB Charter outlines the Board functions, procedures, standing committees and membership. In coordination with the Board, the MDEB Chair(s) will review the MDEB Charter annually and develop updates as required for DepSecDef approval.

### **3.3. CHAIR.**

- a. The USD(R&E) serves as the MDEB chair.
- b. For MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2), the USD(A&S) serves as the MDEB co-chair for decisions regarding acquisition and production milestones.

## **SECTION 4: MDS LIFE CYCLE MANAGEMENT PROCESS**

### **4.1. REQUIREMENTS.**

The MDS life cycle management process outlines requirements for MDS elements.

- a. The national defense strategy including the missile defense review, defense planning guidance, guidance for employment of the force, and fiscal guidance including annual program decision memorandum provide authoritative direction for development of the MDS program, plan, and budget. An MDS resource top line for allocation among RDT&E, procurement, operations and maintenance, and military construction provides for development of the MDS program plan and POM.
- b. The UCP-designated CCMD with TRMD operations support responsibilities, the MILDEPs, and the National Guard Bureau will be involved in the development of MDS-required capabilities and resources to support MDS operational elements. The Director, MDA determines the feasibility of meeting the requirements and the effects on multi-mission platforms.
- c. The Director, MDA develops a program plan to address the MDS-required capabilities and operational support demands in coordination with the OSD Staff, the Joint Staff, the warfighters, and the MILDEP personnel.
- d. The MDS life cycle management process results in an MDS program plan, including a POM.

### **4.2. FUNDING RESPONSIBILITIES FOR MDS ELEMENTS.**

- a. The Director, MDA and the Secretaries of the lead MILDEPs manage and execute funding for all MDS elements in accordance with their respective TAs.
- b. The level of funding will be determined by the milestone decision authority. Specific funding responsibilities for each MDS element will be documented in the TA between the MDA and the lead MILDEP.
  - (1) For the life cycle of the MDS elements, the MDA funds RDT&E for MDS capabilities and procurement and sustainment of MDS-specific mission equipment including initial spares, replenishment spares, and depot activation. The lead MILDEPs fund military pay and allowances, base operations, procurement, operations, and sustainment of non-MDS-specific mission equipment.
  - (2) For each MDS element requiring an installation, either the Naval Facilities Engineering Systems Command or the United States Army Corps of Engineers prepares a site plan for approval by the Director, MDA and the Secretary of the lead MILDEP.
    - (a) The MDA is responsible for construction of mission-essential facilities and the security infrastructure for the MDS elements.

(b) The lead MILDEP is responsible for construction of housing, quality-of-life facilities for operations and support personnel, installation security infrastructure, and security personnel.

(3) The MDA and the MILDEPs define initial fielding in the TA. The dates for initial fielding of MDS elements are established by a recommendation from the Director, MDA and the Secretary of the lead MILDEP; endorsed by the USD(R&E); and approved by the DepSecDef.

(4) Unless otherwise specified in the TA, the MDA funds the first 2 years of operations of MDS-specific mission equipment following initial fielding of an MDS element. For previously fielded systems, the lead MILDEP and the MDA establish for approval by the MDEB the date when funding responsibility for operations of the MDS-specific mission equipment transfers to the MILDEP.

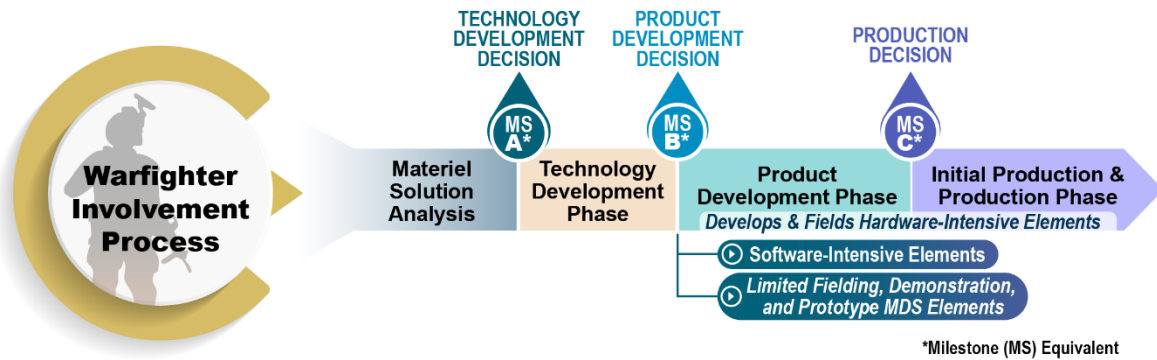
(5) The execution order for all contingency mission costs specifies the funding source identified by the Chairman of the Joint Chiefs of Staff and approved by the SecDef. The designated lead MILDEP funds contingency mission costs for non-MDA-developed capabilities.

## SECTION 5: MDS ACQUISITION SYSTEM

### 5.1. GENERAL PROCEDURES.

a. The MDS acquisition system is an adaptation of DoDD 5000.01 required to support the development of the elements that constitute the single major defense acquisition program, the MDS. The MDS acquisition system relies on a nonstandard acquisition approach consistent with Section 205 of Title 10, U.S.C. Figure 1 shows the MDS acquisition system and its associated phases during the acquisition life cycle.

Figure 1. MDS Acquisition System Phases



b. Elements in the center of Figure 1 follow a traditional development flow from materiel solution analysis to technology development to product development to initial production to production. The decision authority at phase transition decision points is listed in Table 1.

c. There are “off-ramps” from the technology development phase and product development phase for software-intensive, limited fielding, demonstration, and prototype MDS elements. Elements that are approved to use these off-ramps do not proceed to a PD and enter production.



**Table 1. Decision Authority Matrix**

<b>MDS Element</b>	<b>Technology Development Decision (Milestone A Equivalent)</b>	<b>Product Development Decision (Milestone B Equivalent)</b>	<b>Production Decision<sup>1</sup></b>
Hardware-Intensive <sup>2</sup>	Director, MDA	USD(A&S)	USD(A&S)
Hardware-Intensive <sup>3</sup>	Director, MDA	Director, MDA	Director, MDA
Software-Intensive <sup>4</sup>	Director, MDA	Director, MDA	
Limited Fielding, Demonstration, and Prototype <sup>4</sup>	Director, MDA	Director, MDA	
<sup>1.</sup> The production decision for MDS elements entering initial, incremental, or full production. <sup>2.</sup> MDS elements that, as described in DoDI 5000.85, either exceed the RDT&E dollar threshold for Acquisition Category I programs or are designated as special interest. <sup>3.</sup> MDS elements that, as described in DoDI 5000.85, either do not exceed the RDT&E dollar threshold for Acquisition Category I programs or are not designated as special interest. <sup>4.</sup> MDS elements that do not go to a production decision.			
DoDI – DoD instruction; MDA – Missile Defense Agency; MDS – Missile Defense System; RDT&E – research, development, test, and evaluation; USD(A&S) – Under Secretary of Defense for Acquisition and Sustainment			

d. The Director, MDA will provide an information briefing to the USD(R&E) and the USD(A&S) before any acquisition decisions are made in accordance with the authorities outlined in Table 1.

e. The USD(A&S) determines the milestone decision authority if there is any uncertainty regarding the MDS element type (e.g., hardware-intensive, software intensive, or limited fielding, demonstration, and prototype). The USD(A&S) may delegate the milestone decision authority for elements that meet the criteria in Paragraph 2.3.a to the Director, MDA.

f. The MDS acquisition system requires MDS elements to meet specific entrance criteria and gain approval to pass into subsequent phases. The information and data requirements matrix in Tables 2, 3, and 4 summarize the minimum documentation and approvals described within this section.

**Table 2. TDD Information and Data Requirements Matrix (Milestone A Equivalent)**

<b>Data Requirement (Minimum Requirement)</b>	<b>Required</b>	<b>Prepared By<sup>1</sup></b>	<b>Approved By</b>
Acquisition Strategy	Yes	MDA, MILDEPs	Director, MDA
Designation of Lead MILDEP	No		
Transfer Agreement	No		
Capability Utility Assessment	No		
Independent Cost Estimate	No		
Independent Technical Risk Assessment	No		
Top-Level Requirements Document	No		
Life Cycle Cost Estimate	No		
Initial Operational Test and Evaluation (IOT&E) Report	No		
<sup>1</sup> . When multiple individuals or organizations are listed, Paragraph 5.2. outlines specific responsibilities.			
DoDI – DoD instruction; MDA – Missile Defense Agency; MILDEP – Military Department			

**Table 3. PDD Information and Data Requirements Matrix (Milestone B Equivalent)**

<b>Data Requirement (Minimum Requirement)</b>	<b>Required</b>	<b>Prepared By<sup>1</sup></b>	<b>Approved By<sup>1</sup></b>
Acquisition Strategy	Yes	MDA, Lead MILDEP	USD(A&S) or Director, MDA <sup>2</sup>
Designation of Lead MILDEP	Yes	MDEB	DepSecDef
Transfer Agreement	Yes	MDA, Lead MILDEP	Director, MDA, Secretary, Lead MILDEP
Capability Utility Assessment <sup>3, 4, 5</sup>	Yes	UCP CCMD, Lead MILDEP, Other CCMDs	UCP CCCR
Independent Cost Estimate <sup>3, 4</sup>	Yes	Office of the DCAPE	DCAPE
Independent Technical Risk Assessment <sup>3, 4, 5</sup>	Yes	OUSD(R&E)	USD(R&E)
Top-Level Requirements Document <sup>3</sup>	Yes	MDA, UCP CCMD, Lead MILDEP, Other CCMDs	MDEB
Life Cycle Cost Estimate <sup>3</sup>	Yes	MDA, Lead MILDEP	Director, MDA, Secretary, Lead MILDEP
IOT&E Report	No		
<ol style="list-style-type: none"> <li>1. When multiple individuals or organizations are listed, Paragraph 5.3. outlines specific responsibilities.</li> <li>2. The USD(A&amp;S) or the Director, MDA, as delineated in the Decision Authority Matrix, Table 1.</li> <li>3. Documentation required for MDS elements that, as detailed in DoDI 5000.85, either exceed the RDT&amp;E dollar threshold for Acquisition Category I programs or are designated as special interest.</li> <li>4. The approval authority may delegate the requirement.</li> <li>5. The approval authority may waive the requirement in coordination with the USD(A&amp;S) when USD(A&amp;S) serves as the milestone decision authority. May also waive the requirement for MDS elements when the Director, MDA serves as the milestone decision authority.</li> </ol>			
<p>CCDR – Combatant Commander; CCMD – Combatant Command; DCAPE – Director, Cost Assessment and Program Evaluation; DepSecDef – Deputy Secretary of Defense; DoDI – DoD instruction; IOT&amp;E – initial operational test and evaluation; MDA – Missile Defense Agency; MDEB – Missile Defense Executive Board; MDS – missile defense system; MILDEP – Military Department; OUSD(R&amp;E) – Office of the Under Secretary of Defense for Research and Engineering; RDT&amp;E – research, development, test, and evaluation; UCP – Unified Command Plan; USD(A&amp;S) – Under Secretary of Defense for Acquisition and Sustainment; USD(R&amp;E) – Under Secretary of Defense for Research and Engineering; UCP CCCR – UCP-designated CCCR with trans-regional missile defense operations support responsibilities ; UCP CCMD – UCP-designated CCMD with trans-regional missile defense operations support responsibilities</p>			

**Table 4. PD Information and Data Requirements Matrix (for MDS Elements Entering Initial, Incremental, or Full Production)**

<b>Data Requirement (Minimum Requirement)</b>	<b>Required</b>	<b>Prepared By<sup>1</sup></b>	<b>Approved By<sup>1</sup></b>
Acquisition Strategy	Yes	MDA, Lead MILDEP	USD(A&S) or Director, MDA <sup>2</sup>
Designation of Lead MILDEP	No		
Transfer Agreement	No		
Capability Utility Assessment <sup>3, 4, 5</sup>	Yes	UCP CCMD	UCP CDRs
Independent Cost Estimate <sup>3, 4</sup>	Yes	Office of the DCAPE	DCAPE
Independent Technical Risk Assessment <sup>3, 4, 5</sup>	Yes	OUSD(R&E)	USD(R&E)
Top-Level Requirements Document <sup>3</sup>	No		
Life Cycle Cost Estimate <sup>3</sup>	No		
IOT&E Report	Yes	DOT&E	DOT&E
<ol style="list-style-type: none"> <li><sup>1.</sup> When multiple individuals or organizations are listed, Paragraph 5.4. outlines specific responsibilities.</li> <li><sup>2.</sup> The USD(A&amp;S) or the Director, MDA, as delineated in the Decision Authority Matrix, Table 1.</li> <li><sup>3.</sup> Documentation required for MDS elements that, as detailed in DoDI 5000.85, either exceed the RDT&amp;E dollar threshold for Acquisition Category I programs or are designated as special interest.</li> <li><sup>4.</sup> The approval authority may delegate the requirement.</li> <li><sup>5.</sup> The approval authority may waive the requirement in coordination with the USD(A&amp;S) when USD(A&amp;S) serves as the milestone decision authority. May also waive the requirement for MDS elements when the Director, MDA serves as the milestone decision authority.</li> </ol>			
<p>CCDR – Combatant Commander; CCMD – Combatant Command; DCAPE – Director, Cost Assessment and Program Evaluation; DoDI – DoD instruction; DOT&amp;E – Director, Operational Test and Evaluation; IOT&amp;E – initial operational test and evaluation; MDA – Missile Defense Agency; MDS – missile defense system; MILDEP – Military Department; ODOT&amp;E – Office of the Director, Operational Test and Evaluation; OUSD(R&amp;E) – Office of the Under Secretary of Defense for Research and Engineering; RDT&amp;E – research, development, test, and evaluation; UCP – Unified Command Plan; USD(A&amp;S) – Under Secretary of Defense for Acquisition and Sustainment; USD(R&amp;E) – Under Secretary of Defense for Research and Engineering; UCP CCDR – UCP-designated CCDR with trans-regional missile defense support operations responsibilities; UCP CCMD – UCP-designated CCMD with trans-regional missile defense operations support responsibilities</p>			

## **5.2. TECHNOLOGY DEVELOPMENT PHASE.**

For an MDS element to enter the technology development phase:

- a. As outlined in Table 2, the MDA, in coordination with the MILDEPs, develops an AS for Director, MDA, approval.
- b. The USD(R&E) assesses TDD readiness and raises any significant concerns regarding the milestone approval to the USD(A&S) or DepSecDef if needed.
- c. As outlined in Table 1, the Director, MDA serves as the acquisition decision authority at the TDD for all MDS elements.

## **5.3. PRODUCT DEVELOPMENT PHASE.**

As outlined in Table 1, either the USD(A&S) or the Director, MDA, serves as the PDD authority for all MDS elements. The Director, MDA, serves as the PDD authority for any MDS element for which the USD(A&S) delegates that authority. For an MDS element to enter the product development phase, as outlined in Table 3:

- a. In coordination with the lead MILDEP, the MDA updates the AS for USD(A&S) or Director, MDA, approval. The Director, MDA approves the AS for any MDS element for which the USD(A&S) delegates PDD authority.
- b. The DepSecDef designates a lead MILDEP based on a recommendation from the MDEB.
- c. In conjunction with the lead MILDEP, the MDA establishes a TA for approval by the Director, MDA and the Secretary of the lead MILDEP.
- d. For MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2):
  - (1) Unless delegated or waived, the UCP-designated CCMD with TRMD operations support responsibilities, in coordination with the lead MILDEP and the other CCMDs as applicable, conducts a CUA for approval by the UCP-designated CCDR with TRMD operations support responsibilities.
  - (2) Unless delegated, the DCAPE develops and approves the ICE.
  - (3) Unless delegated or waived, USD(R&E) conducts and approves the ITRA.
  - (4) The USD(R&E) assesses PDD readiness and raises any significant concerns regarding milestone approval to the USD(A&S) or DepSecDef if needed.
  - (5) In coordination with the lead MILDEP, the UCP-designated CCMD with TRMD operations support responsibilities, and other CCMDs as applicable, the MDA develops the TLRD for approval by the MDEB.

(6) In conjunction with the lead MILDEP, the MDA develops the LCCE and affordability analysis for Director, MDA, and Secretary of the lead MILDEP approval and provides the documents to the DCAPE before the PDD.

#### **5.4. PRODUCTION PHASE.**

As outlined in Table 1, either the USD(A&S) or the Director, MDA, serves as the PD authority for all MDS elements. The Director, MDA, serves as the PD authority for any MDS element for which the USD(A&S) delegates that authority. For an MDS element to enter the production phase, as outlined in Table 4:

a. In coordination with the lead MILDEP, the MDA updates the AS for either USD(A&S) or Director, MDA approval. The Director, MDA, approves the AS for any MDS element for which the USD(A&S) delegates that authority.

b. For MDS elements that meet the criteria in Paragraphs 2.3.a.(1) or 2.3.a.(2):

(1) Unless delegated or waived, the UCP-designated CCMD with TRMD operations support responsibilities, in coordination with the lead MILDEP and the other CCMDs as applicable, updates the CUA. The UCP-designated CDR with TRMD operations support responsibilities approves the updated CUA.

(2) Unless delegated, the DCAPE develops and approves the ICE.

(3) Unless delegated or waived, the USD(R&E) conducts and approves the ITRA.

(4) The USD(R&E) assesses production readiness and raises any significant concerns regarding milestone approval to the USD(A&S) or DepSecDef if needed.

c. The Office of the DOT&E analyzes and reports on the results of initial operational test and evaluation conducted on any MDS element for DOT&E approval.

#### **5.5. TESTING.**

a. Pursuant to Section 236 of Public Law 111-84, the MDA will work with the UCP-designated CCMD with TRMD operations support responsibilities, DOT&E, OUSD(R&E), and the MILDEP independent operational test agencies to develop an integrated master test plan. The integrated master test plan:

(1) Ensures adequate integrated developmental and operational testing, including cybersecurity testing and modeling and simulation, is performed to verify and validate operational performance before element fielding.

(2) Identifies all testing requirements and incorporates them into a comprehensive, highly integrated, cost-effective series of flight tests, ground tests, cybersecurity tests, wargames, and exercises.

b. If the MDA initiates a change to a fielded capability, the MDA will, in coordination with the DOT&E, the UCP-designated CCMD with TRMD operations support responsibilities, and the lead MILDEP, ensure adequate testing to verify and validate operational utility. Adequate testing should include cybersecurity testing and modeling and simulation to verify and validate the operational utility and regression testing to ensure the change does not adversely affect MILDEP-specific capabilities.

c. If the lead MILDEP initiates a non-MDS specific engineering change to a fielded capability, the lead MILDEP will, in coordination with the DOT&E, the UCP-designated CCMD with TRMD operations support responsibilities, and the MDA, ensure adequate testing to verify validate operational utility. Adequate testing should include cybersecurity testing and modeling and simulation to verify and validate the operational utility and regression testing to ensure the change does not adversely affect MDS-specific capabilities.

## **SECTION 6: MDS REQUIRED CAPABILITIES GENERATION PROCESS**

### **6.1. REQUIREMENTS GENERATION.**

a. To develop the MDS, the MDA relies on a nonstandard approach to requirements generation. The Joint IAMD Portfolio Priority List (JIPPL) provides a foundation for missile defense requirements generation. Products and outputs from the WIP may provide additional fidelity to the priorities identified in the JIPPL.

b. The MDA is exempt from the Deliberate Joint Capabilities Integration and Development System Process but supports the Joint Urgent Operational Needs (JUONs) and Joint Emergent Operational Needs (JEONs) Processes for Joint Requirements Oversight Council (JROC) validated requirements. The MDA will use its non-standard acquisition processes described herein to develop and field capabilities in response to JUONs/JEONs.

### **6.2. JROC.**

The JROC identifies, assesses, and approves joint military requirements (including existing systems and equipment) to meet the national military strategy, and assists the Chairman of the Joint Chiefs of Staff in establishing and assigning priority levels for joint military requirements pursuant to Section 181 of Title 10, U.S.C. For missile defense, these responsibilities are executed in accordance with JROC Memorandum 094-21 using the IAMD Capability Portfolio Management Review process and through development of the JIPPL. The JROC validates the JIPPL, JUONs, and JEONs to inform development of the annual MDA POM.

### **6.3. WIP.**

a. The WIP is a missile defense-unique process which includes the CCMDs and the Military Services in the development of MDS capability. The main functions of the WIP include Warfighter assessment and acceptance of new capabilities into the MDS, modification and fielding of existing MDS capabilities, and to determine requirements and provide the warfighter with required capabilities in accordance with the Transfer of Missile Defense Roles, Responsibilities, and Authorities Implementation Plan.

b. The JIPPL provides a foundation for MDS requirements generation. Products and outputs from the WIP may provide additional fidelity to the priorities identified in the JIPPL. The WIP is administered and led by the UCP-designated CCDR with TRMD operations support responsibilities. The JIPPL, WIP, and when appropriate, the JUONs and JEONs Processes inform the development of the TLRD for an individual MDS element.



## GLOSSARY

### G.1. ACRONYMS.

ACRONYM	MEANING
AS	acquisition strategy
CCDR	Combatant Commander
CCMD	Combatant Command
CUA	capability and utility assessment
DCAPE	Director of Cost Assessment and Program Evaluation
DepSecDef	Deputy Secretary of Defense
DoDD	DoD directive
DoDI	DoD instruction
DOT&E	Director, Operational Test and Evaluation
IAMD	integrated air and missile defense
ICE	independent cost estimate
IOT&E	initial operational test and evaluation
ITRA	independent technical risk assessment
JEON	Joint Emergent Operational Need
JIPPL	Joint Integrated Air and Missile Defense Portfolio Priority List
JROC	Joint Requirements Oversight Council
JUON	Joint Urgent Operational Need
LCCE	life cycle cost estimate
MDA	Missile Defense Agency
MDEB	Missile Defense Executive Board
MDS	missile defense system
MILDEP	Military Department
OUSD(R&E)	Office of the Under Secretary of Defense for Research and Engineering
PD	production decision
PDD	product development decision
POM	program objective memorandum
RDT&E	research, development, test, and evaluation
SecDef	Secretary of Defense
SIPRNET	Secret Internet Protocol Router Network

<b>ACRONYM</b>	<b>MEANING</b>
TA	transfer agreement
TDD	technology development decision
TLRD	top-level requirements document
TRMD	trans-regional missile defense
UCP	Unified Command Plan
U.S.C.	United States Code
USD(A&S)	Under Secretary of Defense for Acquisition and Sustainment
USD(R&E)	Under Secretary of Defense for Research and Engineering
WIP	warfighter involvement process

## **G.2. DEFINITIONS.**

Unless otherwise noted, these terms and their definitions are for the purpose of this issuance.

<b>TERM</b>	<b>DEFINITION</b>
<b>architecture</b>	The MDS structure of elements to include sensors; command and control, battle management and communications; warfighting assets and weapons; and their relationships, principles, and guidelines governing their design and evolution over time to support the defense kill chain to detect, track, plan, engage, and assess.
<b>CUA</b>	An assessment showing the relationship between the capabilities provided by the system and the impact that operating that system has on basing, time-phased force deployment data, manpower, maintenance, and available fuel, and other secondary impacts on a CCMD or MILDEP ability to carry out its mission.
<b>demonstration</b>	An MDS element that procures items necessary for MDS experimental or test purposes in the development of capabilities to prove technical viability that supports missile defense.
<b>hardware-intensive</b>	An MDS element in which hardware development represents the largest portion of development cost, risk, or time. Hardware-intensive development efforts produce configuration items such as interceptors, in accordance with MDA Instruction 5013.02-INS.

<b>TERM</b>	<b>DEFINITION</b>
<b>hybrid program office</b>	A program management office comprised of members from MDA and the lead MILDEP established to facilitate the transition and transfer of an MDS element to the lead MILDEP in accordance with the TA. This office ensures operational planning, sustainment and logistics plans, and PPBE activities are developed and adequate to enable the transition of the MDS element to the lead MILDEP.
<b>IAMD</b>	Defined in Joint Publication 3-01.
<b>ICE</b>	Defined in DoDI 5000.73.
<b>ITRA</b>	Defined in DoDI 5000.88.
<b>LCCE</b>	An estimated cost of developing, producing, deploying, maintaining, operating, and disposing of a system over its lifespan.
<b>limited fielding</b>	An MDS element, typically with mature technology, that focuses on rapidly fielding capability to the warfighter, has a warfighter requirement that can be satisfied with test articles, and is not intended to continue through full product development, manufacturing, and production in accordance with MDA Instruction 5013.02-INS.
<b>major defense acquisition program</b>	Defined in Section 4201 of Title 10, U.S.C.
<b>MDEB</b>	A senior deliberative body that reviews and makes recommendations regarding the implementation of strategic policies and plans, program priorities, and investment options to protect the United States and allies from missile attack.
<b>MDS</b>	An evolving, integrated, and interoperable system comprising multiple missile defense elements that provide a capability to intercept ballistic and hypersonic missiles in flight. Hypersonic missiles include hypersonic boost-glide vehicle capabilities and conventional prompt strike capabilities, in accordance with Section 1687 of Public Law 114-328, as well as hypersonic cruise missiles.
<b>MDS element</b>	A configuration item, comprised of hardware, software, or both, designated for configuration management and treated as a single entity in the current POM or as updated by approved program documentation (e.g., the AS).

<b>TERM</b>	<b>DEFINITION</b>
<b>PD</b>	The milestone when the authorized decision authority approves an MDS element to enter the production phase and begin either initial, limited, or full production, in accordance with MDA Instruction 5013.02-INS. The PD is the equivalent to Milestone C in DoDI 5000.85.
<b>PDD</b>	The milestone when the authorized decision authority approves an MDS element to enter the product development phase, in accordance with MDA Instruction 5013.02-INS. The PDD is the equivalent to Milestone B in DoDI 5000.85.
<b>prototype</b>	An MDS element that is directly relevant to enhancing MDS mission effectiveness or improving an existing MDS element's capability. The prototype will fill a capability gap with technologies that have a level of maturity that allows them to be rapidly prototyped or fielded.
<b>software-intensive</b>	An MDS element in which software development represents the largest portion of development cost, risk, or time. Software-intensive development efforts produce configuration items such as command and control systems or software builds in accordance with MDA Instruction 5013.02-INS.
<b>TA</b>	An agreement (including resources, contracting, personnel, and facilities) for MDS elements transferring into or out of the MDA responsibility.
<b>TDD</b>	The milestone when the authorized decision authority approves an MDS element to enter the technology development phase in accordance with MDA Instruction 5013.02-INS. The TDD is the equivalent to Milestone A in DoDI 5000.85.
<b>TLRD</b>	A document defining a tailored set of performance and functionality attributes or parameters unique for each MDS element that quantifies warfighter capability requirements. For example, the TLRD for terrestrial radars may include parameters quantifying the requirements for discrimination, raid capacity, track accuracy, peak and average power, system reliability, and others. The TLRD is derived from required MDS capabilities including the WIP, the JIPPL, inputs from the JROC, the joint emergent operational need or joint urgent operational need process, Presidential mandates, and congressional direction. The TLRD is described in the MDS Systems Engineering Plan.

**TERM**

**DEFINITION**

**transfer**

When the responsibility for an MDS element changes in accordance with an approved TA. Elements can either transfer into or out of the MDA responsibility or to or from the lead MILDEP.

## REFERENCES

- Code of Federal Regulations, Title 36
- Deputy Secretary of Defense Memorandum, “Missile Defense Executive Board (MDEB),” current edition
- DoD Directive 5000.01, “The Defense Acquisition System,” September 9, 2020, as amended
- DoD Directive 5134.09, “Missile Defense Agency (MDA),” April 25, 2025
- DoD Directive 5137.02, “Under Secretary of Defense for Research and Engineering (USD(R&E)),” July 15, 2020
- DoD Instruction 5000.02, “Operation of the Adaptive Acquisition Framework,” January 23, 2020, as amended
- DoD Instruction 5000.73, “Cost Analysis Guidance and Procedures,” March 13, 2020
- DoD Instruction 5000.85, “Major Capability Acquisition,” August 6, 2020, as amended
- DoD Instruction 5000.88, “Engineering of Defense Systems,” November 18, 2020
- DoD Instruction 5015.02, “DoD Records Management Program,” February 24, 2015, as amended
- DoD Instruction 5025.01, “DoD Issuance Program,” August 1, 2016, as amended
- DoD Manual 8180.01, “Information Technology Planning for Electronic Records Management,” August 4, 2023
- Joint Publication 3-01, “Countering Air and Missile Threats,” April 6, 2023
- Joint Requirements Oversight Council Memorandum 094-21, “Integrated Air and Missile Defense Capability Portfolio Management Review and Requirements Process,” November 15, 2021
- Missile Defense Agency Instruction 5013.02-INS, “Acquisition Management,” current edition<sup>1</sup>
- Missile Defense Agency “Systems Engineering Plan (SEP),” current edition<sup>2</sup>
- Office of the Chairman of the Joint Chiefs of Staff, “Unified Command Plan,” current edition<sup>3</sup>
- Office of the Secretary of Defense, “Defense Planning Guidance,” current edition
- Office of the Secretary of Defense, “Guidance for Employment of the Force,” current edition<sup>4</sup>
- Office of the Secretary of Defense, “Joint All-Domain Command and Control (JADC2) Strategy Implementation Plan,” March 14, 2022<sup>5</sup>
- Office of the Secretary of Defense, “National Defense Strategy,” current edition
- Office of the Secretary of Defense, “Transfer of Missile Defense Roles, Responsibilities, and Authorities Implementation Plan,” December 16, 2023
- Public Law 111-84, Section 236, “National Defense Authorization Act for Fiscal Year 2010,” October 28, 2009

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<sup>1</sup> Available on request by contacting the Missile Defense Agency Director for Acquisition at (571) 231-8031.

<sup>2</sup> Available on request by contacting the Missile Defense Agency Director for Engineering at (571) 231-8019.

<sup>3</sup> Available to authorized users on SIPRNET at <https://go.sgov.gov/04BdP1h>.

<sup>4</sup> Available to authorized users on SIPRNET at <https://go.sgov.gov/JnqfhLU>.

<sup>5</sup> Available to authorized users on SIPRNET at <https://go.sgov.gov/nBRV5g4>.

Public Law 114-328, Section 1687, “National Defense Authorization Act for Fiscal Year 2017,”  
December 23, 2016

Public Law 115-91, Section 1676, “National Defense Authorization Act for Fiscal Year 2018,”  
December 12, 2017

Public Law 115-232, Section 1681, “John S. McCain National Defense Authorization Act for  
Fiscal Year 2019,” August 13, 2018

United States Code, Title 10

United States Code, Title 44